2008 PRIMER

Future Force Capabilities

ARMY FORCE MANAGEMENT

General:

This Army Force management process provides prudent adjustments to the existing force, while balancing force structure requirements (manpower and equipment) within available and planned resources. Adjustments are based on guidance, constraints, and previous leadership decisions. **Recognize that we currently have an Army in existence. We are not developing a force from scratch.**

The role of the Army is to conduct prompt and sustained combat on land. The world social and political environment in which that role must be played is shifting dramatically. Therefore, no one can predict when, how or where the United States may be called upon to project military power. To accomplish the mission of deterring conflict and winning wars, the Army must continuously change in order to provide the most combat effective force, within available resources, for joint, combined and expeditionary operations. The Army must provide a coherent strategy for coordinating and integrating operational and managerial system that collectively improve capabilities and effectiveness.

Successfully integrating new doctrine, organizations and materiel into the Army requires synchronizing multiple levels of command and diverse management structures and systems. This is not possible unless professionals at all levels understand as much about how the Army organizes, trains and equips forces as they do about how the Army fights. The actions to create a capable force are essentially those that structure, man, equip, train, sustain, station, deploy and fund organizations. Knowledgeable leadership is required to provide the requisite linkage.

The Secretary of the Army (SA) and the Chief of Staff, Army (CSA) provide the directives and directions of the Chairman, Joint Chiefs of Staff (CJCS) and office of the Secretary of Defense (OSD) to the Army Secretariat (ARSEC) and Army Staff (ARSTAF) in form, substance, direction and process to accomplish the missions through the Army Planning System (APS). SA and CSA provide specific force structure guidance to the Army through the Army Plan (TAP).

Force Management executes the decisions of the OSD, the Department of Defense (DoD) planning, programming, budgeting and execution (PPBE) process, directives and initiatives of the Joint Staff (JS), and the Army planning, programming, budgeting, and execution (PPBE) process. Force Management bridges OSD/JS guidance and the Army's planning and programming processes.

Army force planning process begins at the DoD and Joint Chiefs of Staff (JCS) levels, moving from the conceptual view of national defense to the specifics of force structure. It considers risk assessments and resource constraints. The Army can then determine, through the Army planning System (APS), specific force requirements, force capabilities and resources needed to execute Army functions and missions. The force planning process determines specific force structure requirements.

A firm understanding of the following subjects is essential for officers and civilians assigned to force management positions.

- Legal / constitutional basis for the Army
- Relationships with the White House, Congress, OSD, and the Joint Staff
- Doctrinal definitions of Force Management
- Army Force Management Model
- Specifics of the Force Development Process (FD Process)
- Army Organizational Life Cycle Model (OLCM)

Force management is based on the law, interrelated processes and force structure. Force Management planning, integration and execution is extremely complicated, using a complex set of processes, checks and balances. The focus and flow of simultaneous and sequential actions defines requirements in progressively greater detail to meet the statutory requirements to size, structure, and man, equip, and train the force. Issues cross ARSTAF boundaries, impact resources at all levels, change component requirements for manpower, equipment, funds, installation, training and recruiting. Force management provides the proper arena for standardization and integration of the complex processes. This primer is intended to provide the basics of the Law, Force Management, Army Force Management Model, Force Development Process and Army Organizational Life Cycle model (AOLCM).and how the Army accomplishes the broad spectrum of its Title 10, USC responsibilities.

CONSTITUTIONAL / LEGAL BASIS

Introduction.

The role of the Army, as delineated in the Constitution, is to conduct prompt and sustained combat on land. The Army must provide the most combat effective force, within available resources, for joint and combined operations and a coherent military strategy for coordinating and integrating operational and managerial systems ensuring effective Army capabilities. Success, at this level, is measured in capabilities, transitioning from the broad policy and strategic level focus to the specific needs and requirements to meet the National Security Strategy (NSS), National Military Strategy (NMS), Quadrennial Defense Review (QDR) and Defense Strategy, including the Guidance for Development of the Force (GDF) / Joint Programming Guidance (JPG).

General.

Force Management is the framework on which the Army is raised and maintained. Without an understanding of the functions of manning, equipping, readiness, requirements and authorization documents (TOEs, MTOEs, TDA, JTAs), and all categories of personnel, no Army can be created, maintained, trained or resourced. Force Management is based on the law, interrelated processes and force structure. The focal point of force management is meeting our statutory requirements to man, equip and organize the force.

LAW.

The Constitution (Article I, Section 8 and Article II, Section 2), with amendments, provides the constitutional and legal basis of the military. The role of the Army is expressed in Title 10 of the United States Code, and is the principal basis of army functions. Title 32, United States Code, provides the statutory mission for the National Guard.

1. **Constitution of the United States of America: Preamble** – "We, the people of the United States, in order to form a more perfect union, establish justice, insure domestic tranquility, provide for the common defense, promote the general welfare, and secure the blessings of liberty to ourselves and our posterity, do ordain and establish this Constitution for the United States of America."

   a. **Article I – Section 8**. Provides the ability of congress "to declare war", … "..to raise and support armies", "to provide and maintain a Navy", and "to provide for calling forth the militia to execute the laws of the union, suppress insurrection and repel invasions…"

   Additionally, provides the statutory requirement:

   - "To provide for organizing, arming, and disciplining, the militia, and for governing such part of them as may be employed in the service of the United States, reserving to the states respectively, the appointment of officers, and the authority of training the militia according to the discipline prescribed by Congress."

   - "To exercise exclusive legislation in all cases whatever …over all places purchased by the consent of the legislature of the state in which the same shall be for the erection of forts, magazines, arsenals, dock-yards, and other needful buildings;…"

b. **Article II – Section 2**. The President shall be the Commander In Chief of the Army and Navy of the United States and the militia of the several states.

c. Amendments. The related Amendments providing statutory requirements:

2nd Amendment. A well regulated militia being necessary to the security of a free state, the right of the people to keep and bear arms, shall not be abridged.

3rd Amendment. No soldier shall, in time of peace, be quartered in any house, without the consent of the owner, nor in time of war, but in a manner to be prescribed by law.

2. **Title 10, United States Code, Section 3062** provides the statutory mission from the Congress to the Army. This statue requires the Army to perform the functions that organize, train and equip forces capable of accomplishing missions as a component command of a unified command to:

   - Preserve the peace and security of the United States
   - Support national policies
   - Implement national objectives
   - Overcome any nations that threaten US peace and security

   a. Section 3062 states that "It is the intent of the Congress to provide an Army that is capable, in conjunction with the other armed forces, of – preserving the peace…, supporting national policies, implementing national objective, and overcoming any nations responsible for aggressive acts …"

   b. Section 3062 directs that the Army "shall be organized, trained and equipped primarily for prompt and sustained combat incident to operations on land".

   c. Section 3062 directs that the Army "consists of … Regular Army, the National Guard of the United States, the Army National Guard while in the service of the United States, and the Army Reserves,…"

   d. Section 3062 establishes "capabilities" as the coin of the realm. The Army must possess the capability to preserve the peace and security of the United States, supporting the national policies (as articulated in the National Security Strategy), implementing the national objectives (found in the National Military Strategy) and overcoming any nations responsible for aggressive acts that imperil the peace and security of the United States (including the planning scenarios provided in OSD guidance).

3. **Title 10, United States Code, Section 3032** specifies the functions of the Secretary of the Army (SA). Further, Title 10 delineates the general duties of the Army Staff. The staff is required to assist the Secretary, the Under Secretary, the Assistant Secretaries of the Army and the Chief of Staff, Army. Further, under the authority, direction and control of the Secretary of the Army, the Army Staff shall:

   - Prepare for such employment of the Army and for such, organizing, supplying, equipping, training, servicing, mobilizing/demobilizing and maintaining of the Army.
   - Investigate and report upon the efficiency of the Army and its preparation to support military operations by combatant commands.

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- Section 3032 charges the Secretary of the Army to be responsible for the **functions** of *raising, provisioning, sustaining, maintaining, training, resourcing, mobilizing/demobilizing, recruiting, and providing forces to the combatant commanders of the unified commands.*

4. **Title 10, United States Code, Section 3013** states that "the Secretary of the Army is responsible for and has the authority necessary to conduct, all affairs of the Department of the Army, including organizing, supplying, equipping, training, servicing, and mobilizing/demobilizing organizations."

NOTE: The task of "warfighting" is not mentioned. Warfighting is the responsibility of the Combatant Commanders. SA and CSA "Raise, provision, sustain, maintain, training, resource, mobilize, recruit and providing the forces".

5. **Title 32**, United States Code provides the statutory mission for the National Guard. Specifically, Title 32 directs the Secretary of the Army that the Army National Guard organization and the composition of its units shall be the same as those prescribed for the Army. Additionally, the President may designate the units of the National Guard, by branch …"to be maintained in each State and Territory, Puerto Rico, and the District of Columbia." "Change of units located entirely within a State require the governor's approval."

The Constitution, Amendments, and appropriate Titles to the United States Code define:
- The **ROLE** of the Army – too conduct land combat operations.
- The **FUNCTIONS** of the Army – to organize, train, and equip ground forces.
- The **RESPONSIBILIES** of the Army – to raise, provision, sustain, maintain, train, and resource ground forces.

The President and Secretary of Defense generally assign the **STRATEGIC MISSIONS** of the Army; the combatant commanders assign **OPERATIONAL and TACTICAL MISSIONS**.

<u>Summary</u>.

Force Management extends from the halls of Congress to the forward line of troops, through every level of the functional, as well as the strategic, operational and tactical levels of the Army. By law, the Army is required to be organized, trained and equipped for prompt and sustained combat on land in conjunction with the other armed Services. Approached systematically, this is accomplished by taking people, materiel and money, converting them though organization and training into a capable force. Force Management performs the Constitutional/legal basis and statutory requirements to organize, train and equip the Army, including the Army National Guard, the United States Army Reserve, and the civilian work force. Success at this level is measured in "capabilities".

RELATIONSHIPS

White House: The national security strategy (NSS) is formulated by the President assisted by the National Security Council, with the support of Congress.

Congress: Congress provides input with "Treaty Advice and Consent", raises and equips the Armies, assigns broad missions, and authorizes programs and appropriates the funds.

Department of Defense (DoD) / Joint Chiefs of Staff (JCS): In order to "raise, provision, sustain, maintain, train, resource, mobilize, recruit and provide forces to the Combatant Commanders", strategies must be developed and articulated, policies, and procedures established. The Defense Planning System provides the framework to accomplish these tasks. Based on the guidance contained in the NSS, JCS uses the Joint Strategic Planning System (JSPS) to develop the National Defense Strategy (NDS). The NDS outlines how the Department of Defense will contribute to achieving the NSS objects. The NDS serves as the Department's capstone document in the long-term effort described in the NSS. The NDS flows from the NSS and informs the National Military Strategy (NMS). The NMS describes the strategic environment, develops national military objectives, and describes the military capabilities required to execute the strategy. The NMS provides the basis for force structure guidance incorporated in the Guidance for Development of the Force (GDF) and, through the Extended Planning Process (EPP), develop the Joint Programming Guidance (JPG). These documents are the key set of DoD directives providing planning and programming direction to the Services and Defense Agencies. Based on the DoD level guidance, the Services prepare their Program Objective Memorandum (POM) submissions.

Joint Staff (J-8) develops an assessment of the threat(s), missions, areas of operations and force structure recommend by the combatant commanders. Through the GDF/JPG the SECDEF provides force planning guidance. The GDF and JPG replace the OSD level guidance formerly found in the Defense Planning Guidance (DPG). The GDF replaces the guidance called Strategic Planning Guidance (JPG).

- The Guidance for Development of the Force (GDF) (published in May 2008) translated the National Defense Strategy into force development priorities. These force development priorities are described as capability priorities for reducing capability gaps. The guidance includes the ability to establish, develop, maintain and manage a mission ready Total Force. The GDF focuses on "what" needs to be done, not the "how".
- The Joint Programming Guidance (JPG) (published in June 2004) provides the link between planning and programming, and it provides guidance to the Services for the development of their program proposal, known as the Program Objective Memorandum (POM). The JPG provides fiscally constrained programming guidance, directing the services to program towards the strategic objectives. The JPG focuses on the "how" and the "how well to do it".
- Based on the GDF/JPG, the Services prepare their POM. For the Army, the GDF/JPG provides the strategy.

Combatant Commands: Combatant commanders provide input to force structure through the Army Service Component Command, the Joint Staff and the TAA process. Additionally, combatant commanders provide the Joint Staff and the Army Staff with force structure requirements for day - to - day operations in their theaters. Combatant commanders submit force structure requirements and data calls to TAA. The four critical regions the Combatant Commanders must address in the "deter aggression" requirement are: North East Asia (NEA), South West Asia (SWA), Europe and SE Asian Littorals.

ARSTAF: CSA and VCSA charge the HQDA DCS, G-37 – Force Management (DAMO-FM) with overall responsibility for policy, procedures, supervision, and execution of force Management for the entire Army. In performance of these missions and functions, DAMO-FM must work in close coordination with virtually every other element of the ARSEC, ARSTAF, FOAs, Army Commands, Army Service Component Commands (ASCC), Direct Reporting Units (DRU), ARNG, OCAR, and Special Staff Activities (SSA). The focus is to provide forces and capabilities to the combatant commanders.

<u>Army Planning</u>:

Receipt of the GDF/JPG begins the force sizing process for the Army. The Army can, through the force planning process, determine specific force structure requirements, force capabilities and resources needed to execute Army functions and missions. Army force planning process begins at the DoD and JCS levels and proceeds from the conceptual view of national defense to the specifics of force structure. It considers risk assessments and resource constraints. The Army determines force requirements, force capabilities and resources needed to execute Army functions and missions. The force planning process determines specific force structure requirements and how to best resource the requirements.

- Through **PLANNING** we determine force size, structure, personnel, equipment, and training requirements the Army needs to support the national military strategy.

- Through **PROGRAMMING** we distribute resources available (manpower, dollars and materiel) among competing requirements per Army resource allocation policy and priorities.

- Through **BUDGETING** we convert program decisions on dollars and manpower into budget requests for congressional authorizations and appropriations.

- Through the **EXECUTION** we apply the resources, adjust resources and manage the funds to carry out approved programs.

The SA and CSA translate direction, guidance and process to the ARSEC, ARSTAF, Army Commands, ASCC, DRUs, and FOAs based on the directives and directions provided to all Services by CJCS/JS and OSD to accomplish the Army missions through the Army Planning System (APS). The SA and CSA articulate the Army specific guidance through The Army Plan (TAP), providing specific force structure guidance and instructions for the Program Objective Memorandum (POM) build. The Army Planning System compliments the Defense Planning System. The Army force planning begins at the DoD/JCS levels, transitioning from the conceptual view of national defense to the specific missions assigned to the Army. The SA/CSA specifies force structure guidance through the TAP. The Army develops total force structure requirements and allocation of resources provided in the TAP through the

Total Army Analysis (TAA) process. TAA is the transition process from planning to programming within the Planning, Programming, Budgeting and Execution (PPBE) process. PPBE ties strategy, programming, and budgeting together. TAA helps build a comprehensive plan in which budgets flow from programs; programs from requirements; requirements from missions; and missions from national security objectives.

F*or additional information see the PPBE Primer at*
http://www.afms1.belvoir.army.mil/ (web site)

TAA considers the major programmed combat forces for each scenario; develops the "support" (MTOE – CBT/CS/CSS) and "generating" forces (TDA) necessary to sustain the "operating forces". TAA provides a rationale for each unit as it contributes to combat effectiveness; enables trade offs between types of units and assesses risk when shortfalls occur in the program force. The program force is a compromise decision, based on past force analysis and program forces, force requirements, priorities, deployment capabilities, risk analysis and resource levels. The programmed force established through TAA is used to develop the Army's POM. The Army's POM is submitted to OSD for inclusion in the DOD POM submission. Force programming translates the POM force into a final detailed future years program (FYPD) for budgeting and execution that describes all aspects of the Army program to increase readiness and implement new initiatives. For additional information see the ***TAA Primer*** at **http://www.afms1.belvoir.army.mil/** (web site).

At the HQDA level, several procedures, processes and systems have a direct impact on the personnel, organizational, and materiel mix within the organizations. Additionally, these and a multitude of processes and decision making forums have direct and indirect impacts on personnel assignments, recruiting, the training base, equipment acquisition, equipment distribution, stationing, and so on.
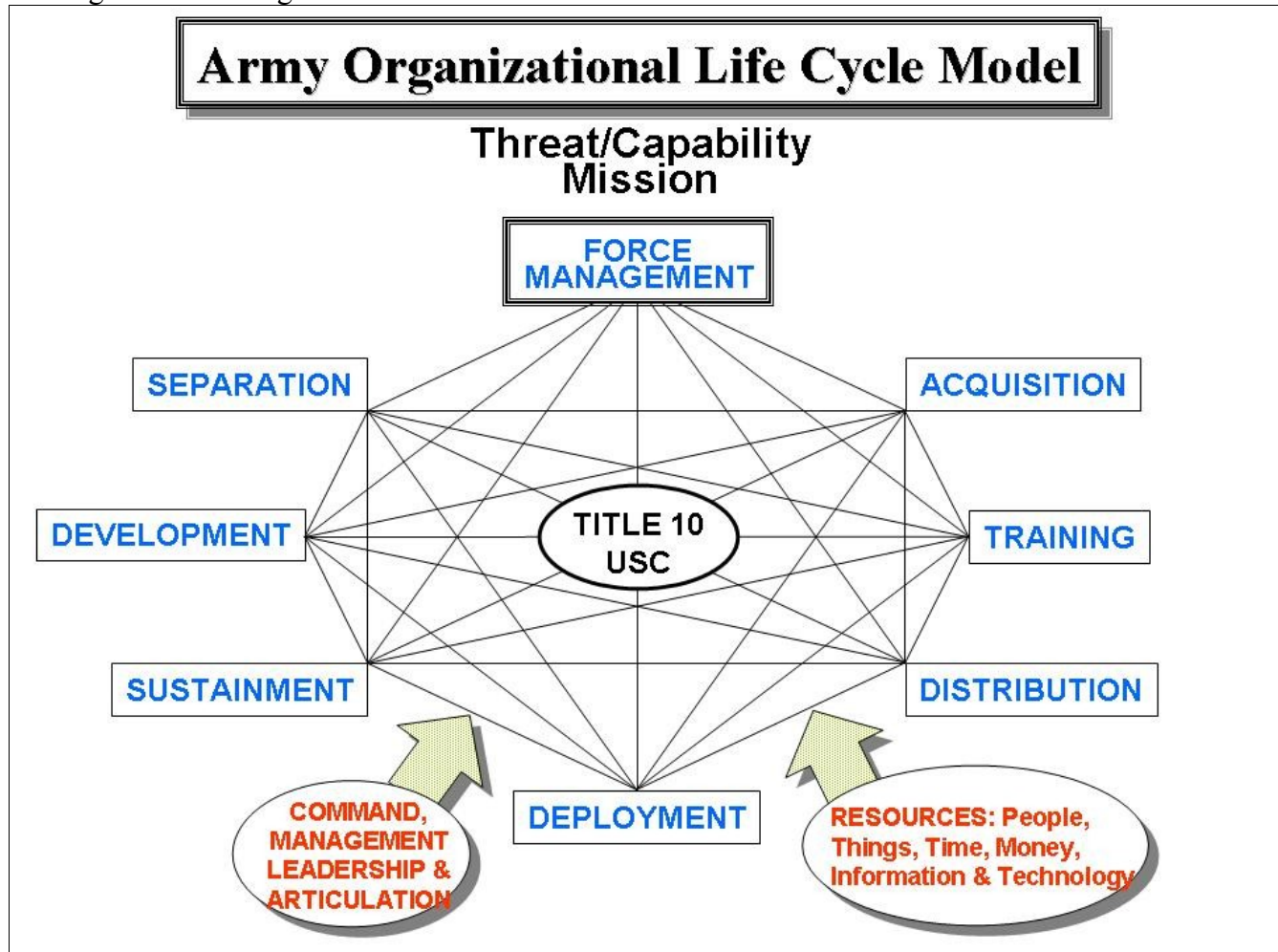
Summary.

The Army's strategies for and execution of Force Management activities are reflective of statutory requirements, NSS, NMS, DOD guidance, Army Planning, and the supportive policies, procedures, and decisions which determine, develop, and integrate the requirements for and capabilities of Army forces. Successful integration and execution of Force Management activities requires in-depth knowledge and understanding of these factors, policies, and procedures and their interrelationships and impacts on the Total Force (MTOE & TDA). The key to success is the integration of all processes, making sure that the dollars, organizational structure, personnel, equipment, facilities, and doctrinal changes, occur in a synchronized manner --therefore increasing capabilities, and increasing readiness.

ARMY ORGANIZATIONAL LIFE CYCLE MODEL (AOLCM)

<u>**General**</u>.

The model used throughout the Army ensuring synchronized capabilities and readiness is called the Army Organizational Life Cycle Model (AOLCM). The AOLCM function provides a systems approach to create, build, or change organizations, while raising, provisioning, sustaining, maintaining, training and resourcing forces for combatant commanders.

Army Organizational Life Cycle Model

Threat/Capability
Mission

FORCE
MANAGEMENT

SEPARATION   ACQUISITION

DEVELOPMENT   TITLE 10 USC   TRAINING

SUSTAINMENT   DISTRIBUTION

COMMAND, MANAGEMENT LEADERSHIP & ARTICULATION   DEPLOYMENT   RESOURCES: People, Things, Time, Money, Information & Technology

The AOLCM portrays the functional processes that develop structure, acquire and distribute resources, train individuals, deploy and sustain organizations, develop materiel and people, and, finally, separate assets no longer required. The AOLCM portrays these functions and their interrelationship, in a never-ending continuum. AOLCM functions do not occur in isolation. Feedback loops are indicated in the model, reflecting a continuous, interactive manner. The AOLCM is the doctrinal process that ensures capabilities and readiness.

Two significant external influences on the model are added:
    resources (time, people, money, materiel, technology and information) to energize the model; and
    C**ommand, Leadership, Management and Articulation** to provide vision and direction.

Eight Functions. The eight functions of the AOLCM are interrelated, and actions within any function impact change on the other seven. The goal is to field the most combat-effective force within the constrained resources provided. The military professional must understand how the Army prepares to fight and applies that knowledge to ensure properly integrated programs are designed and implemented to organize, train and equip and field a combat-ready Army. Each function is described below, with the summary figure displayed just prior to the Summary Paragraph.

(1) <u>Force Management</u>

      Force Management is the capstone process to establish and field mission-ready Army organizations. The process involves organization, integration, decision making, and execution of the spectrum of activities encompassing requirements definition, force development, force integration, force structuring, capabilities developments, materiel developments, training developments, resourcing and all elements of the AOLCM. The force management processes combat force within produces time phased (implementing) programs and force structure, within resources, to accomplish Army missions constrained resources. and functions. Force management leads to the establishment and fielding mission-ready Army organizations. Force management consists of five functional processes:

      <u>CAPABILITIES DEVELOPMENT</u> is the process of determining doctrinal, training, organization and materiel requirements and translating organizational requirements into organizational models.

      <u>DOCTRINE DEVELOPMENT</u> is the process of translating doctrinal requirements into literature that prescribes doctrine, tactics, techniques and procedures.

      <u>TRAINING DEVELOPMENT</u> is the process of translating training and leader development requirements into programs, methods or devices.

      <u>MATERIEL DEVELOPMENT</u> is the process of translating materiel requirements into executable programs within cost, schedule and performance standards.

      <u>ORGANIZATIONAL DEVELOPMENT</u> is the process of translating organizational requirements into organizational designs and models.

      Force management is a very complicated business. It includes force development, force integration, force modernization, capabilities development, doctrine development, training development, organizational development, materiel development, force structuring, organizational integration, system integration, resourcing integration, and document integration. Force management also includes the functions of manning, equipping, readiness, TOEs, MTOEs, TDAs, JTAs, and all categories of personnel.

      Force development is normally the initiating function of the AOLCM and is the foundation for all other functions. Force development encompasses the functional areas of Capabilities Development, Organization Development and Materiel Development. Force development, itself, is made up of five phases: generating requirements, designing organizations, developing organizational models, determining organizational authorizations and documenting organizational authorizations. Force development is discussed in greater detail later.

Force Management is the framework on which the Army is raised and maintained. Without an understanding of the functions described above, no Army can be created, maintained, trained or resourced. Force Management is the all inclusive term that determines force requirements, allocates resources and assesses utilization of the resources.

(2) <u>Acquisition</u>

Having determined the composition and size of the force, the required manpower and materiel must be acquired. This function is executed according to requirements for structure and materiel determined in the force development processes. Acquisition is the initial procurement or accession activities that bring materiel, manpower and other resources under military control.

Materiel acquisition may be initiated because current capabilities are deficient or because the opportunity exists to exploit leap-ahead technology. Before initiating a new RDA program to satisfy an Army requirement, all feasible alternatives must be examined as viable means to resolve force deficiencies. These alternatives include:

- Changes or improvements in doctrine, training or organizations.
- Improvements to existing materiel systems.
- Introduction of new operational capabilities.

If these alternatives are not viable, a new RDA program is initiated. Several alternatives must be considered before the decision is made to initiate a wholly new materiel acquisition program. In order of preference, the materiel alternatives are:

- Acquisition (including modification) of commercially available systems, additional acquisition (including modification) of already developed U.S. military systems or equipment, or allied systems.

- Execute a cooperative research and development (R&D) program with one or more allied nations.

- Execute a joint-Service development program.

- Execute a Service-unique development program.

The materiel acquisition process consists of a series of sequential management decisions made by DOD or the Army as the development of a materiel system progresses from a statement of mission need to an operational and supportable materiel system. Modification programs and non-developmental items (NDI) are subject to the same scrutiny and management decisions, dependent on life cycle costs. For addition information see the ***Capabilities Development and System Acquisition Management Primer*** at **http://www.afms1.belvoir.army.mil/** (web site).

Personnel acquisition begins with the organizational development phase of the force development process where manpower requirements are documented by grade, skill and Military Occupational Skill (MOS). The personnel acquisition process translates requirements for people into personnel accessions and is closely linked to the materiel development and training development processes in producing combat-ready organizations. **Total Strength** is the resource constraint for personnel. Total Strength includes officers, warrant officers and enlisted, by component, Congress has

authorized for each fiscal year. The Army personnel end strength (ES) is a programmatic number that dictates how many military personnel can be on active duty on the last day of each fiscal year (FY). Civilian personnel are not managed to an end-strength but rather to the resources available to hire employees to fill valid authorizations (dollars).

(3) Training

At this point in the life cycle model, training is defined only as entry-level training required to transition personnel to military or civilian positions and providing them with basic skills. For military personnel, these skills include basic soldierly skills as well as rudimentary military occupational specialty (MOS) skills. Soldiers and civilians whose MOS or job-specific skills are no longer required in the force may be reclassified and provided with the requisite new skills. **People are trained to function within the force structure to operate and maintain the materiel systems.**

(4) Distribution

Acquired resources (people and equipment), must be distributed to the appropriate claimants (organizations within the force structure). If inventory were equal to authorizations, both in people and equipment, shortages would not exist. Because all authorized personnel, equipment and other resources are not necessarily available to all claimants at the same time, they must be distributed to organizations on a prioritized basis. Since personnel and materiel assets cannot always satisfy valid demands, distribution plans must allocate shortages based on priorities established by the Army leadership. The Dynamic Army Resourcing Priority List (DARPL) includes unit and non-unit claimants (i.e., pre-positioned sets of equipment). Distribution management of major items is primarily a three-fold process: accounting for existing assets, projecting distribution against planned force structure needs / priorities and determining the relative importance of an item to accomplish a doctrinal mission.

Personnel distribution works in much the same manner, balancing assets with authorizations based on priorities. This process is more complex than equipment distribution since soldiers' concerns must be considered along with Army priorities. The goal is to fill every authorized space; however, shortages do not allow all positions to be filled. The distribution of people is, therefore, based upon established priorities and valid exceptions.

(5) Deployment

After determining the distribution of organizations, personnel and equipment, the Army must **deploy** these assets to support worldwide requirements to accomplish missions and satisfy national commitments. This function of projecting a force anywhere in the world to satisfy a requirement uses the joint efforts of all armed services. Army organizations must be capable of strategic deployment through a combination of USTRANSCOM, Military Sealift Command (MSC) and Air Mobility Command (AMC) assets.

Operational deployment of forces involves contingency planning, mobilization and actual deployment. Military contingency planning is conducted within the framework of joint procedures. The contingency planning process also interrelates with the resource system and has a direct bearing on shaping the size and types of forces required to support national objectives. Mobilization is the act of preparing for war or other emergencies through assembling and organizing national resources. It is the process by which the armed forces are brought to a state of readiness for war or operations other than war. This includes assembling and organizing personnel, supplies and materiel for active military service, federalizing Reserve Components and other actions necessary to convert to a wartime posture.

The Army's capability to rapidly, and efficiently, expand the force through mobilization is an essential factor in deterring potential enemies. Fundamental to achieving such a capability is coordinating mobilization planning in support of contingency plans.

Peacetime stationing of organizations in the force projection Army must consider the constraints imposed by local and host nation governments as well as environmental considerations. Stationing a force in the continental United States or in a foreign nation requires that installations include real property assets (troop billets, family housing, logistics facilities and training areas and ranges), support infrastructure (DOD Dependent schools, Defense Commissary Agency, Army and Air Force Exchange Service) and legal agreements that allows the force to function without limiting its ability to train and sustain itself. This includes the capability to deploy to, and maneuver in, training areas.

(6) <u>Sustainment</u>

Once a unit has been deployed, it must receive the necessary support to **sustain** operational capabilities. Personnel strength authorized levels of organization (ALO) are sustained primarily by unit set replacements. Equipment is sustained by provisioning, supply and maintenance actions. Organization capability is maintained or improved through sustainment training. Quality of life is sustained by providing essential services to soldiers and families.

Materiel Developers determine requirements for the associated support items of equipment for new systems and for those systems that have been modified through product improvement programs. Normal item replenishment is accomplished by requisitioning the items that are authorized, but are not on hand. Major materiel systems are fielded to organizations with all required associated support items of equipment (ASIOE) and supporting publications in a total package fielding (TPF) / Unit Set Fielding (USF).

(7) <u>Development</u>

Organizational capability must be sustained through individual and unit training as well as through the routine replacement, maintenance and provisioning of people and equipment.

- **<u>Individual</u>** professional development is achieved through professional education and individual training programs, which provide leadership and technical education to support career progression as well as the Army's changing personnel requirements. This prepares officers, NCOs and civilians to occupy positions of increasing to a more responsibility.

- **<u>Organizations</u>** increase capabilities through sustainment training, and development of the capabilities of people and their equipment. At the organizational level, units are developed through multi-echelon collective training that is conducted to established standards.

- **<u>Materiel system</u>** capabilities mature and are improved through product improvement (materiel change management programs) or the development of a new system.

(8) <u>Separation</u>

When specific personnel or equipment are no longer required, they are **separated** from military control. The Army normally separates materiel through foreign military sales (FMS) or the Defense Reutilization Marketing Office (DRMO). People are separated voluntarily or involuntarily. Demobilization or decreases in force structure may necessitate reductions in force (RIF) of military and civilian manpower or other force alignment policies to achieve the desired end state.

External Influences:

Two significant external influences on the model are added: resources (time, people, money, materiel, technology and information) to energize the model and command, leadership, management and articulation to provide vision and direction. Approved requirements are resourced and brought to fruition through the PPBE process, the Army Documentation System, and synchronized actions of the ARSTAF.. Thus, the AOLCM is an excellent tool to describe how the Army accomplishes its Title 10 functions and is an accurate depiction of the constant nature of change in a complex organization.

Resources:

Assets available to Army organizations to accomplish assigned missions consist of personnel, equipment, facilities, information, time and money. The funding to acquire these resources is developed, requested and provided through the PPBE process.

Command, Leadership & Management:

Command philosophies, leadership practices and management structure and systems are used to interpret guidance, develop plans and policies and issue direction to organizations and agencies. In turn, organizations and agencies detail the goals and missions to be attained. Management of change is accomplished through FORCE INTEGRATION. Force Integration is the systematic introduction, incorporation, coordination and sustainment of doctrinal, organizational and materiel changes to the force impacting structuring, manning, equipping, training, sustaining, deploying, stationing, funding and readiness.

Summary.

The Army Organizational Life Cycle Model (AOLCM) can be used to understand, in general terms, how the Army prepares to fight. The eight functions are interrelated, and actions within any function impact on the other seven. The goal is to field the most combat-effective force within the constrained resources provided. This goal will only be accomplished if the

Army Organizational Life Cycle Model

Threat/Capability Mission

FORCE MANAGEMENT

Develop a capable combat force within constrained resources.

SEPARATION
Release / remove people & equipment from military control; dispose of facilities or real property.

ACQUISITION
Obtain people, equipment, money, & facilities.

DEVELOPMENT
Increase force capabilities; bring people &/or equipment to a more advanced state.

TITLE 10 USC

TRAINING
Impart & instill that discipline, instruction, drill, & practice designed to create military efficiency or proficiency.

SUSTAINMENT
Provide for people, organizations, & equipment by furnishing means or funds.

DISTRIBUTION
Allot people &/or equipment to claimant Organizations according to priorities.

Structuring Manning Equipping Training Sustaining Deploying Stationing Funding Readiness

COMMAND, MANAGEMENT LEADERSHIP & ARTICULATION

DEPLOYMENT
Project a combat force rapidly to any place in the world to satisfy a national requirement.

RESOURCES: People, Things, Time, Money, Information & Technology

military and civilian professionals, at all levels, understand how the Army prepares to fight and applies that knowledge to ensure properly integrated programs are designed and implemented to organize, train and equip a combat-ready Army capable of maintaining the peace and security of the United States in accordance with the National level guidance issued by the President and OSD (, NSS, NMS, and Defense Strategy).

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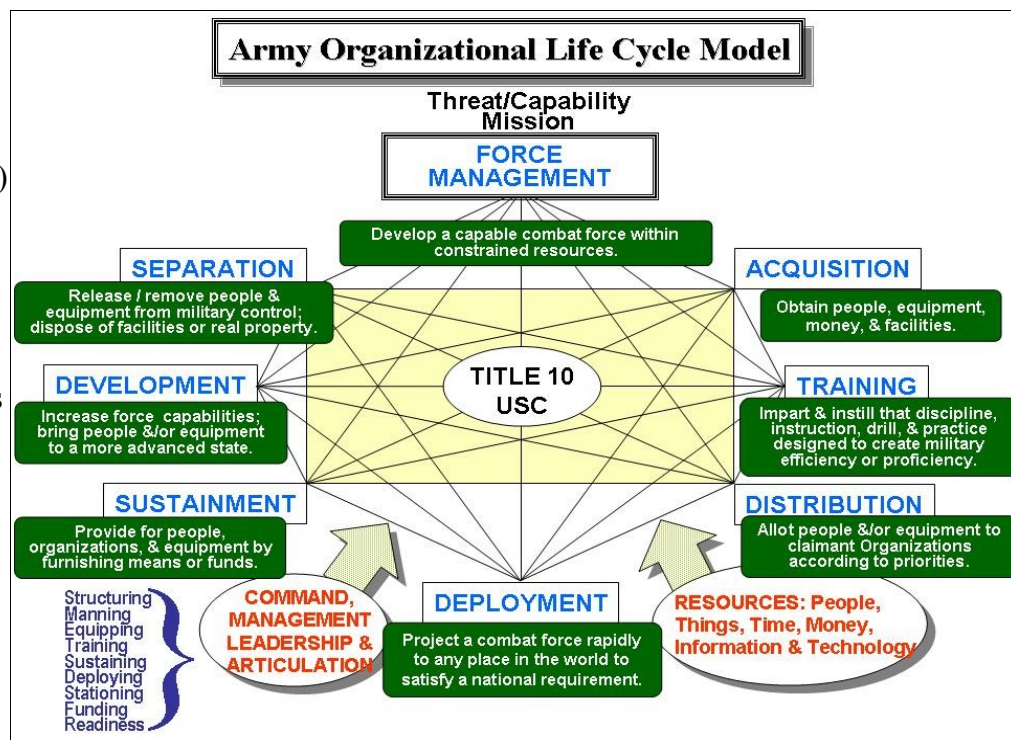
Requirements for organizations or materiel initiate the functions that develop and document force structure. Manpower and materiel systems must be acquired to man and equip the force structure; people are trained to function within the force structure and operate and maintain the materiel systems. Successfully integrating new doctrine, organizations and materiel into the Army requires synchronizing multiple levels of command and diverse management structures and systems. The actions to build a capable force are essentially those that structure, man, equip, train, sustain, station, deploy and fund organizations.

FORCE DEVELOPMENT PROCESS

Current Force Structure   **Future Force Structure**

Force Management
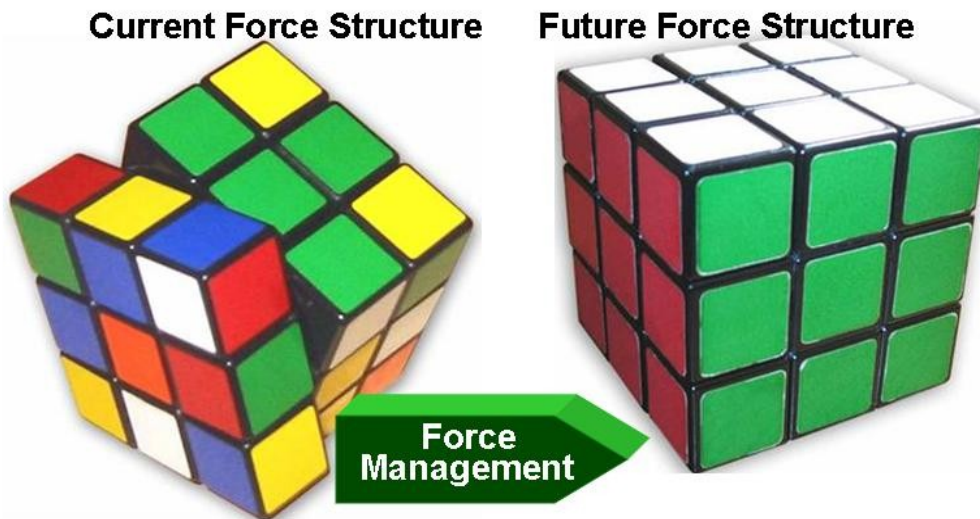
INTRODUCTION

Force Development (FD) Process takes the desired operational capability of the National Military Strategy (NMS), determines Army doctrinal, organizational, training, materiel, leader development, personnel and facilities (DOTMLPF) requirements, translates them into time phased programs (Research, Development and Acquisition) and structure, within allocated resources, to accomplish Army missions and functions. Force development brings together people and equipment, forms them into operational organizations to provide units with the desired capabilities for the combatant commander. Force development is a phased process that translates organizational concepts based on technologies, materiel, manpower requirements, and limited resources into combat capability. The FD Process interfaces and interacts with the Joint Strategic Planning System (JSPS) and the Planning, Programming, Budgeting and execution (PPBE) process.

This primer provides the basics of FD Process and highlights other primers where additional information can be obtained on related systems, processes and procedures. This portion of the primer highlights portions of the Army Force Management Model (AFM Model). Additional information on the complete AFM Model; processes, sub-processes of the AFM Model; and subsequent processes can be found at **http://www.afms1.belvoir.army.mil/.**

Relationship to Change.

1. In the context of force development, we need to understand change as a dynamic process. Change include the areas of political, leadership, resourcing levels, strategy, threat, stationing, technology, manning and equipping. The elements for change are themselves changing and this fundamentally alters force development. Realizing the Army Vision, transformation and modularity mandates that we manage the process of change. The pace change challenges our ability to envision future force capabilities and the time required to change the primary long lead elements of the institution: doctrine, materiel, and organization. Without a force, there is no need to acquire and distribute personnel and equipment or to train, develop or deploy organizations.

2. The U.S. Army is a capabilities-based army that performs its mission within a framework of doctrine and requirements. Capability requirements directed from OSD generate questions and hypothesis about the future, while doctrine provides answers about today. Materiel changes may require up to 15 years for developing and fielding, organizational change may require 2-8 years, doctrine may require 2-4 years, and leader development and training follow changes in the other "drivers" by several years. For the future Army to benefit from the synergism of the integrated doctrine, organizations, training, materiel, leader development, personnel and facilities (DOTMLPF), we must work to shorten development and fielding times, and increase our ability to envision and conceive future warfighting capabilities.

3. Force Development is the start point, rationale and underlying basis for defining the Army's force structure. The Force Development Process consists of defining military capabilities, designing force structures to provide these capabilities, and translating organizational concepts based on doctrine, technologies, materiel, manpower requirements, and limited resources into a trained and ready Army. The five phases are:

    a. Develop Capabilities
    b. Design Organizations
    c. Develop Organizational Models
    d. Determine Organizational Authorizations
    e. Document Organizational Authorizations

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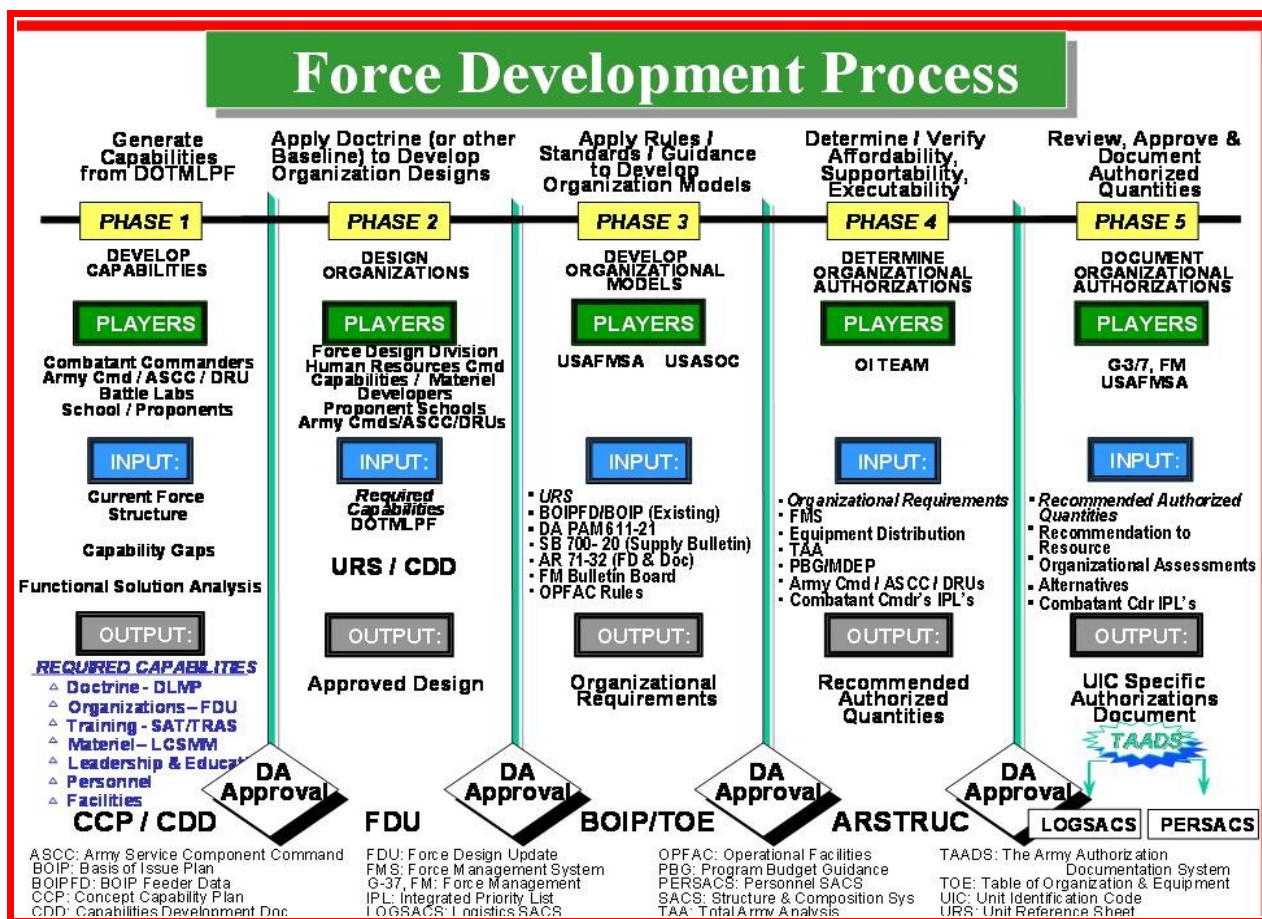
Acronym definitions:

ARSTRUC: Army Structure Message	OI: Organization Integrator
ASCC: Army Service Component Command	OPFAC: Operational Facilities
BOIP: Basis of Issue Plan	PBG: Program Budget Guidance
BOIPFD: BOIP Feeder Data	PERSACS: Personnel SACS
CCP: Concept Capability Plan	SACS: Structure and Composition System
CDD: Capabilities Development Document	SAT: Systems Approach to Training
DLMP : Doctrine and Literature Master Plan	TAA: Total Army Analysis
DRU: Direct Reporting Unit	TAADS: The Army Authorization Documentation System
FDU: Force Design Update	TAEDP: Total Army Equipment Distribution Plan
FMS: Force Management System	TOE: Table of Organization and Equipment
G-37, FM: Force Management	TRAS: Training Requirements Analysis System
ICD: Initial Capabilities Document	UIC: Unit Identification Code
IPL: Integrated Priority List	URS: Unit Reference Sheet
LSCMM: Life Cycle Systems Management Model	USAFMSA: U. S. Army Force Management Support Agency
LOGSACS: Logistics SAC	USASOC: U.S. Army Special Operations Command
MDEP: Management Decision Package	

Army Force Development Process

The schematic framework of the force development process as part of the capstone force management process is displayed above. This model reflects a system of systems, each of which provides an essential force integration function. More importantly, the model reflects a sequence of events and how these functions relate to each other is diagrammed. In this network, the processes for generating warfighting requirements, conducting research and development, and providing resources all provide input to the force development process. The resulting products of force development, in turn, provide the basis for acquiring and distributing materiel and acquiring, training, and distributing personnel in the Army to achieve the ultimate goal of fielding a properly structured and resourced force. It is useful to use the *Army Force Management Model Primer* at
http://www.afms1.belvoir.army.mil/
to visualize how each system relates to others and contributes to the accomplishment of each task.

Requirements generation for organizations or materiel initiate the functions that develop and document force structure. Resource requirements are brought to fruition through the PPBE.

Phase I - Develop Capabilities.

The force development process has its roots in the Joint Capabilities Integration and Development System (JCIDS). A separate primer (*Capabilities Development and Systems Acquisition Management Primer)* discussing the JCIDS can be found on the Army Force Management School web site: **http://www.afms1.belvoir.army.mil/** . The JCIDS identifies the desired operational capability in terms of personnel, equipment, and unit structure. This process begins with the receipt of national-level guidance (National Security Strategy (NSS), National Military Strategy (NMS), Quadrennial Defense Review (QDR), National Defense Strategy (NDS) and Guidance for Force Development (GDF) Joint Programming Guidance (JPG), guidance from the Army's senior leadership (The Army Plan (TAP)), joint warfighting concepts (such as rapid decisive operations, peace

enforcement operations), and/or new materiel capabilities evolving from the research, development, and acquisition (RDA) process.

The focus of JCIDS is to resolve identified **capabilities gaps, perceived deficiencies or shortcomings** in the **current force structure**. The objective of JCIDS is to develop solutions that are balanced and synchronized solution proposals that are affordable, militarily useful, supportable and based on mature technology to the combatant commanders (COCOM), supporting national strategies, guidance and operational needs. JCIDS develops integrated, joint capable solutions within the domains of DOTMLPF (doctrine, organizational structure, training, materiel, leadership and education, personnel and facilities). The process examines where we are, where we want to be, what risks we may face and what it might cost.

The analysis process is composed of a structured, four-phased methodology that defines capability gaps, capabilities needs and approaches to resolve the problem and provide those capabilities within a specified functional or operation area. U.S. Army Training and Doctrine Command (ARCIC-Army Capability Integration Center) assesses the future warfighting concepts through a series of analyses, tests, experiments and studies to develop integrated, joint capabilities to gain insights across DOTMLPF.
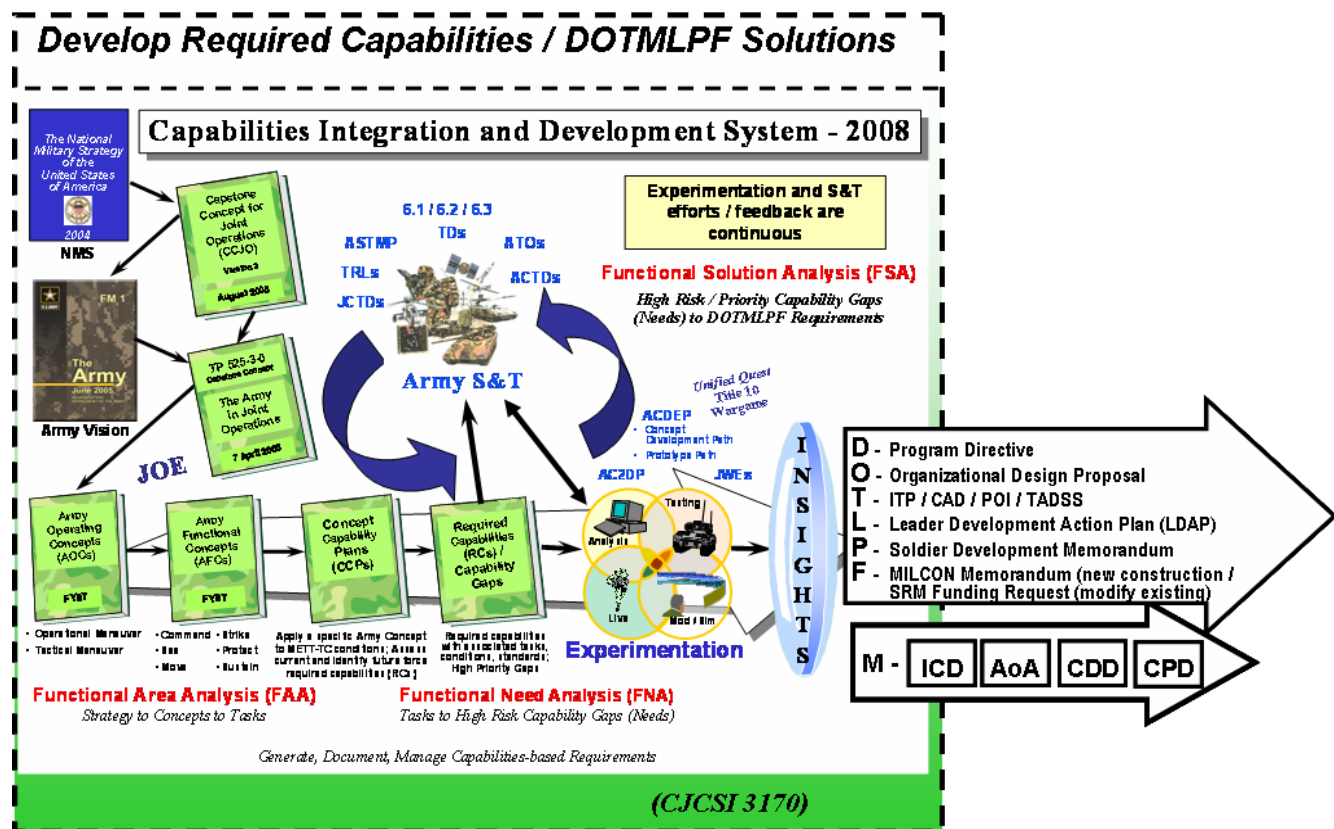

Using the integrated concept team (ICT) management technique, TRADOC pursues timely involvement of appropriate agencies/expertise to aggressively identify and work issues. TRADOC establishes force operating capabilities (FOCs) as the foundation upon which to base the assessment process. These critical, force-level, measurable statements of operational capability frame how the

Army will realize advanced full spectrum operations as stated in the approved capstone concept. The FOCs focus the Army's Science and Technology Master Plan (ASTMP) and warfighting experimentation. As the transformation process unfolds, these force-level objective concepts will give rise to supporting proponent/branch future FOCs included within subordinate concepts.

This assessment process leads to a recommendation by the Commanding General (CG), TRADOC to Headquarters, Department of the Army (HQDA) on how to best fulfill the warfighting requirement.

- If the capability requires a change in **doctrine, training, or leader development**, TRADOC begins action to meet the requirement upon validation by the HQDA Deputy Chief of Staff (DCS), G-3/5/7 and approval by the Chief of Staff, Army (CSA).
- If the solution set results in a need for change in **soldier occupational specialty structure**, the recommendation goes forward to HQDA DCS, G-1 for action.
- If the required capability needs a **materiel solution,** TRADOC prepares the initial capabilities document (ICD) and a capability development document (CDD) and forwards them to HQDA DCS, G-3/5/7 for approval of the requirement through the Army Requirements Oversight Council (AROC) validation/ approval process. HQDA DCS, G-8 is responsible for materiel solutions and DOTMLPF integration through out the program life cycle.
- If the required capability needs a facilities solution, ACSIM / IMCOM develops the solution.
- Warfighting concepts requiring organizational solutions move to the next phase of force development.
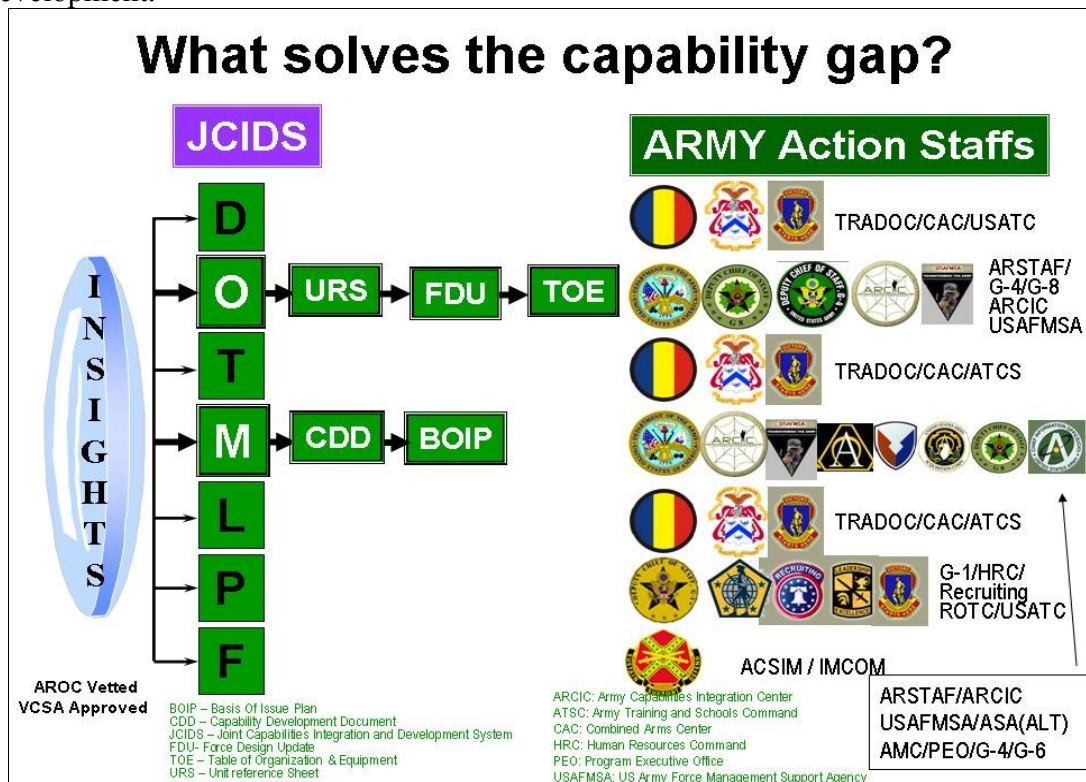
What solves the capability gap?

For additional information see the Capabilities Development and Systems Acquisition Management Primer at **http://www.afms1.belvoir.army.mil/**

Phase II - Design Organizations.

As the organizational conceptual requirements begin to clarify, the force development process begins to design organizations. The capabilities development community develops the proposed organization, designs, missions and functions to meet the required operational capabilities. Organizational solutions to FOCs are captured in a Unit Reference Sheet (URS) in sufficient detail (personnel and equipment) to support Army force design initiatives, and related studies and analyses.

TRADOC (ARCIC and proponent centers & schools) develops, lays out and analyzes the design. The approved URS design moves forward to the Force Design Division (FDD), FT. Leavenworth, KS (a division of ARCIC). FDD staffs the proposed organizational design throughout the Army to ensure that the proposal is **doctrinally correct**. The proposal is vetted through a forum/process called the Force Design Update (FDU). FDD forwards recommendations to the CG, TRADOC. TRACOC approved recommendations are forwarded to HQDA for a final set of reviews before approval from the VCSA or CSA. Additional information can be found in the Army War College Text (*"How the Army Runs"*) and the *Army Force Management Model Primer*, available on the web: **www.afms1.belvoir.army.mil**

Phase III - Develop Organizational Models.

Once approved, the URS design will be further refined into an organizational model known as a Table of Organization and Equipment (TOE). TOEs are developed by the U.S. Army Force Management Support Agency (USAFMSA) and approved by HQDA. U. S. Army Force Management Support Agency (USAFMSA) applies rules, standards, and guidance to the doctrinally correct design to produce the organizational model (TOE). The TOE is a requirements document, and is the definition of a fully mission-capable organization (i.e., unresourced).

A TOE prescribes the doctrinal wartime mission, organizational structure, **personnel and equipment requirements** for a military unit and is the model for authorization documents. TOEs depict mission-essential wartime requirements (MEWR) for sustained combat operations. TOEs provide models for levels of organization for units when available resources dictate that all like units cannot be organized at their full wartime requirement (less than ALO1).
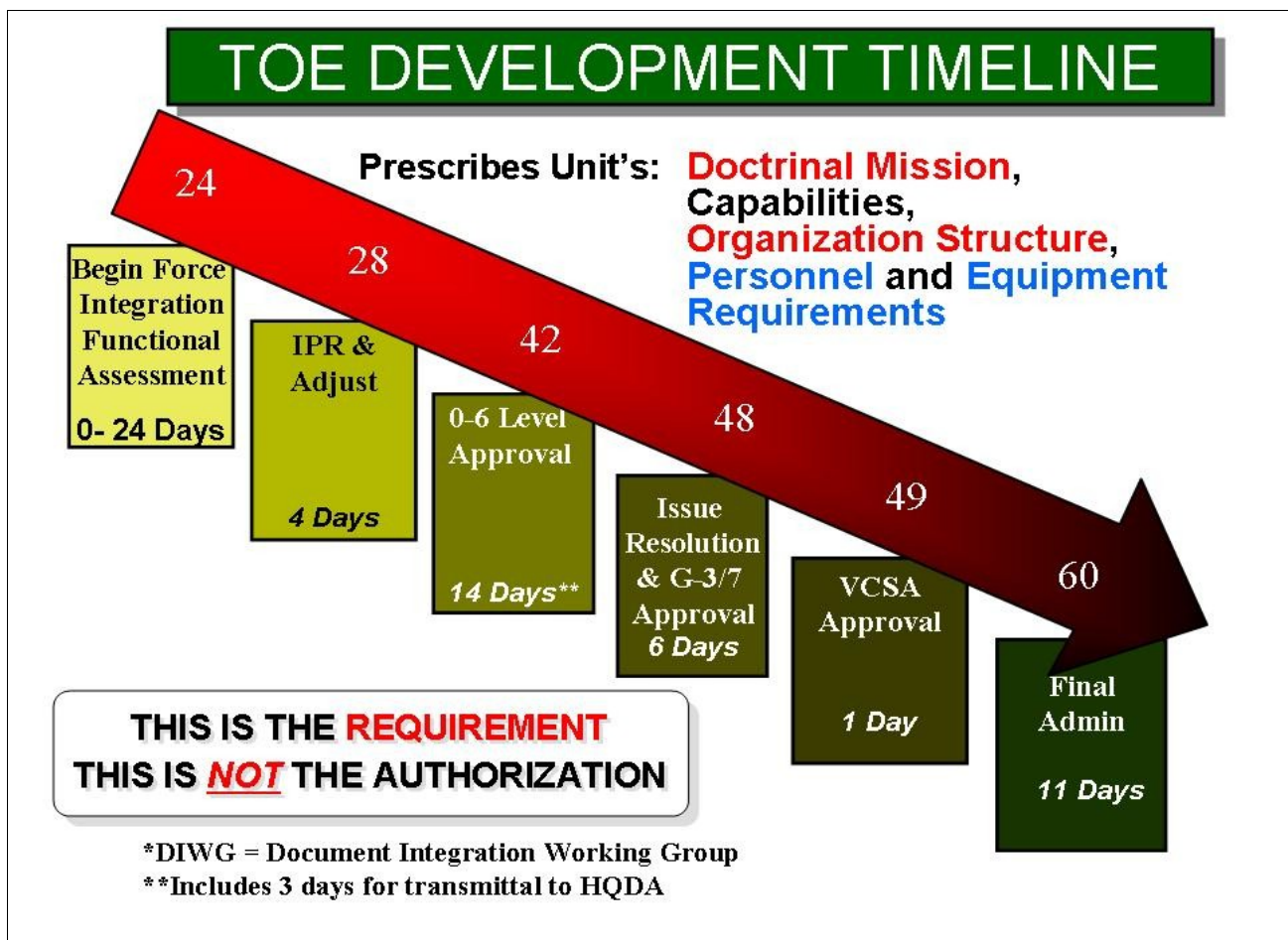
Phase IV - Determine Organizational Authorizations.

After HQDA approves the TOE, the desired unit type enters into the resourcing phase of Force Development where the organizational model competes for resources in the Total Army Analysis

(TAA) process. TAA develops requirements and authorizations defining the force structure the Army must build, raise, provision, sustain, maintain, train and resource.
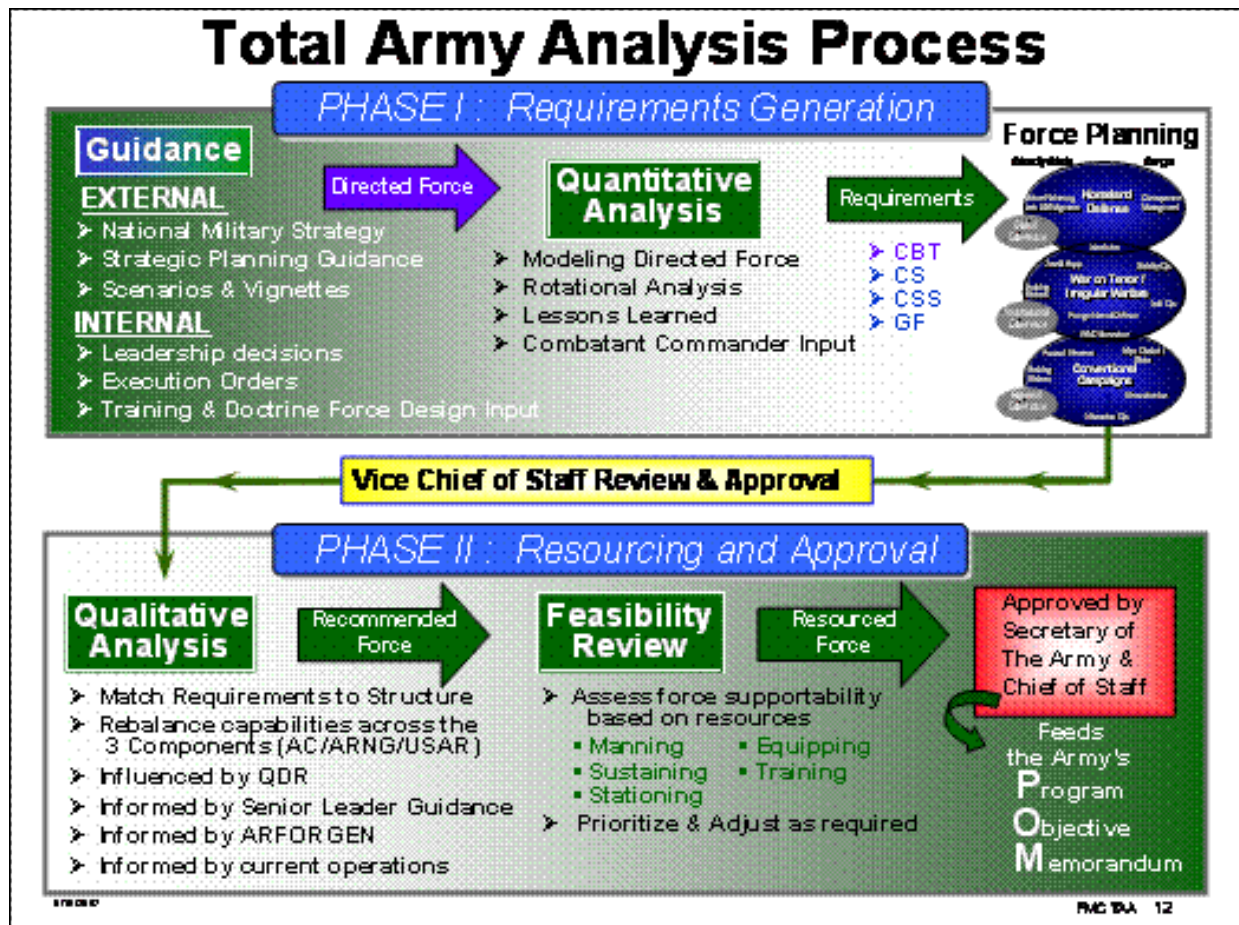

TAA determines the requirements (number and type of units) for all approved TOEs followed by competing for resources (authorized number of units, by type). The authorizations phase focuses on aggregate spaces as the "coin of the realm" (officer/warrant officer/enlisted//aggregate spaces). The results of the TAA process is the CSA approved POM Force. Through TAA, the Army provides the combatant commanders with the proper force structure capability to execute the NMS, QDR and GDF/ JPG tasks. The resourcing phase of TAA also accounts for the personnel, materiel and dollars availability in the Force Feasibility Review (FFR) process. **TAA takes into account force guidance and resource availability to produce a balanced and affordable force structure**. It determines and/or verifies the affordability and supportability of the recommended POM Force. A detailed description of the TAA process is available on the web in the Total Army Analysis Primer (**www.afms1.belvoir.army.mil**)

Phase V - Document Organizational Authorizations.

After approval of the resourced force structure by Army leadership, USAFMSA manages the process of documenting the decision(s). This process results in organizational authorizations documented as modification tables of organization and equipment (MTOE) or tables of distribution and allowance (TDA). The programmed and budgeted force is documented to unit identification code

(UIC) level of detail to ensure that organizations may place demands on the functional systems of the Army.
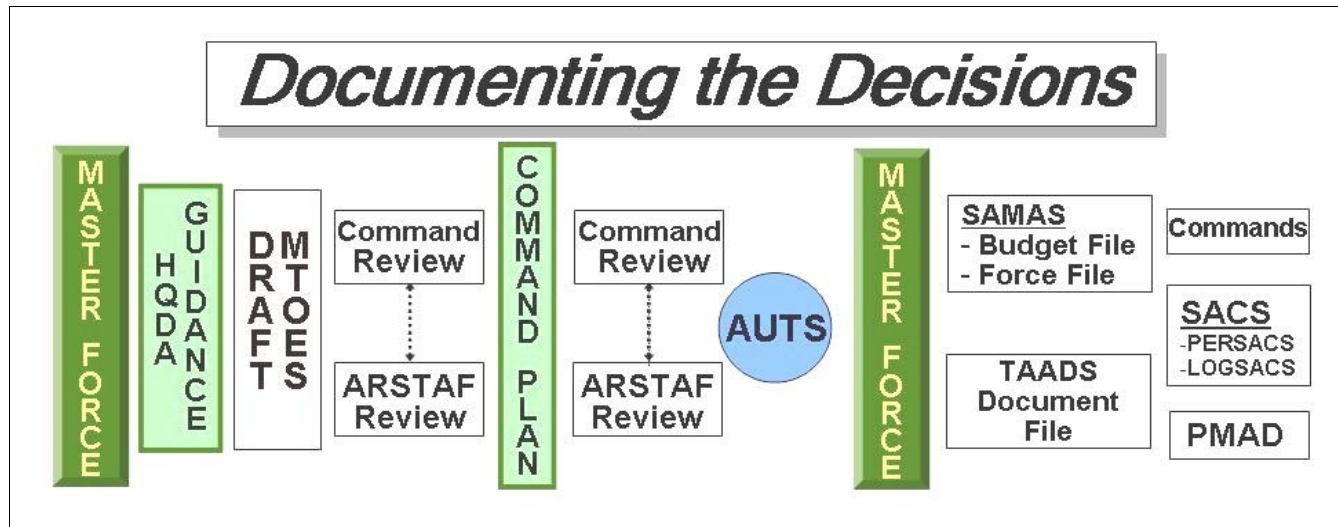
The major subsystems that accomplish the documentation effort are:

- FMSweb (formerly known as WebTAADS) provides interface with a single source for TAADS data analysis and extrapolation. Incorporates some RDD and SAMAS data base interfaces, including BOIP and TOE data. All documents are built, reviewed and staffed on FMSWeb.
- The Structure and Manpower Allocation System (SAMAS) provides an automated database necessary to account for and manage all Active and Reserve component units. SAMAS is the repository of the Master Force (M-Force) - the record of the Army force structure from the current year through the end of the POM. SAMAS data is available through AKO, G-3/5/7 portal to the Army Equipping Enterprise System (AE2S) and the Army Flow Model (AFM).
- The Army Authorization Documents System (TAADS) maintains MTOE and TDA files. It contains personnel and equipment authorizations at military occupation skill (MOS), grade, line item number (LIN), equipment readiness code (ERC), and quantity level of detail in each organization.
- The Structure and Composition System (SACS) computes the personnel and equipment requirements and authorizations based on the programmed Army force structure. SACS is a product of integrating the input from BOIPs, TOE, SAMAS, TAADS (MTOEs) and resource constraints to compute personnel (PERSACS) and equipment (LOGSACS) requirements and authorizations over the next ten years.

Note: Like-type units are organized under the same TOE, without deviation, unless approved by the Director, Force Management, HQDA DCS, G-37 (DAMO-FM). This policy does not reduce the commander's ability to task organize to meet mission requirements. It disciplines the process of documenting organization authorizations.

Force Development Process Summary:

Force Management is the overall framework on which the Army is raised and maintained. Force development, a sub-process of force management, determines materiel and organizational requirements and translates them into time-phased programs and force structure to accomplish Army missions and functions (this is the creation of forces).

Force Development Process is the **five-step process** used to identify requirements, build organizational models, define the total force structure required to meet the NMS, and document the authorizations.

Definitions: The doctrinal definitions of Force Management are located in FM100-11 and the Army War College Text (How the Army Runs).

Acronyms: The current listing of acronyms and definitions are located in FM 100-11 and the Army War College Text.